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The report, prepared for the superintendent of schools in Berkeley, presents the proposals for and methods of achieving total quality integrated education throughout the school system. The document traces the development of the thrust toward school desegregation in the city. Various proposals and plans are suggested and the recommendations of the task force which prepared the report are presented. There is also a section on special projects. The integration plans and the improved educational program are to be fully operative in September, 1968. (NH)

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INTEGRATION OF THE BERKELEY ELEMENTARY SCHOOLS: A REPORT TO THE SUPERINTENDENT

By

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September, 1967

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TABLE OF CONTENTS

	Page
CHAPTER I - INTRODUCTION	1
HISTORY	1
NATIONAL TRENDS AND CONCERNS	5
Middle School Development	8
Grouping and Tracking	10
Desegregation and Achievement	10
CHAPTER II - METHODS	13
SURVEYS AND CRITERIA	13
CHAPTER III - PROPOSALS	16
DESCRIPTION	16
ESTIMATED COSTS	18
PROTOTYPES RECOMMENDED	20
The K-6 Plan	20
The K-5, 6-8, 9-12 Plan	23
The K-4, 5-8, 9-12 Plan	28
The K-4, 5-6 Plan	34
The K-3, 4-6 Plan	39
CHAPTER IV - SPECIAL PROJECTS AND RECOMMENDATIONS	47
POSSIBLE PROJECTS FOR SPECIAL FUNDING	47
RECOMMENDATIONS	50
CHAPTER V - PROPOSALS AND SUGGESTIONS	59
SUMMARY OF PROPOSALS	59
SUMMARY OF SUGGESTIONS	63

Chapter I

INTRODUCTION

A. History

Berkeley, California is a medium-sized city of about 120,300 people. Of that population, seventy percent is Caucasian, twenty-five percent is Negro, and five percent is Oriental and "Other". The public school population is nearly fifty-one percent Caucasian, about forty percent Negro, and about nine percent Oriental and "Other".

Prior to the World War II era, the City was segregated by class and nationality. New immigrants and "blue collar" workers lived in South and West Berkeley. The more privileged and affluent lived in East Berkeley. Over the years, segregation by race has been superimposed upon segregation by class or economic ability.

Since 1958, when the Reverend Roy Nichols approached the Board of Education as a representative from the NAACP, the Berkeley Schools have sought continuously and realistically for effective remedies to the social and educational problems inherent in de facto segregation. At the urging of CORE in 1963, the District worked to ameliorate the recognized evil of "locked in" de facto segregation in the neighborhood school. Two years later, the District desegregated and reorganized its secondary schools -- Grades 7 - 12. These grades have integrated staff, and improved student counseling. In the process of change, the District has pioneered in intergroup education, Negro history, the new math, new social science, and the developmental health education program, and has initiated programs to include team teaching, an integrated pre-school program, Project Head Start, an intense reading program, and various compensatory education programs. For a year and a half, using Federal funds provided through the Elementary and Secondary Education Act, about 250 Negro children have been bused to East Berkeley schools.

Ninety-one separate projects funded by federal, state, and private agencies are underway in the Berkeley Unified School District. Many of them are focused on the problems of the ghetto schools and the youngsters who have been exposed to the ghetto experience. Yet, the District, after four years of activity, echoes the findings

by Dr. James Coleman[1] and his colleagues and those of the U. S. Civil Rights Commission[2] which conclude that education of the races and classes in a segregated environment is inherently "mis-education".

Today, the Berkeley school community, partially desegregated, its total educational program improving, its thrust experimental, is making progress toward racial integration. Only four of its fourteen elementary schools, however, reflect an integrated population; while none of its three kindergarten-primary units do. The elementary schools in the South and West Berkeley attendance areas have predominantly Negro student enrollments; those in the middle of the City are balanced racially; while those in the East Berkeley hills are predominantly white.

Nevertheless, the District is moving away from its quasi-integrated position with traditional attitudes and practices, toward new plans and programs, and total integration.

On May 17, 1967, the Board of Education adopted the formal resolution that September 1968 would mark the date for the complete desegregation of the Berkeley Public Schools within a framework of quality education. This was the Board-Staff answer, after a full public airing on the issue, to the demands of Negro and white citizens and the two Berkeley teacher organizations. While the demand was to effect complete integration immediately, it was recognized that program change and careful planning were implicit in the resolution, and that time was essential to accommodate these activities. Thus, the planning process began immediately, and a time line was adopted for the implementation of each step toward the target date. As the Superintendent, Dr. Neil V. Sullivan stated in the May Board meeting:

> "These schools shall be totally desegregated in September, 1968, and we might make history on that day."

The Summer Staff Task Group was appointed in June by the Superintendent, and began its operation July 5, 1967. The Task Group was

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1. Coleman, James, et al, Equality of Educational Opportunity, U. S. Department of Health, Education, and Welfare, Washington, D. C., July 1966.

2. U. S. Civil Rights Commission, Racial Isolation in the Public Schools, Washington, D. C. 1967.

formally charged by the Superintendent to:

1. Study all proposals submitted to the school district by staff members and lay citizens.

2. Develop its own ideas and recommendations (resulting from or exclusive to other proposals) for desegregating the schools.

3. Focus on the organizational and logistical aspects of desegregation of all elementary schools (and secondary schools where relevant).

In developing organizational possibilities, the Group was charged to keep the following criteria in mind:

1. Each proposal should result in desegregation of all elementary schools.

2. Each proposal should be conducive to top quality education.

3. Each proposal should be financially and logistically feasible.

To insure continued liaison with staff and community sources, the Group was charged to convene periodically with the Lay Citizen-Staff Consulting Committee to afford itself of their advice and criticism of its operation and recommendations. This committee was composed of Task Group members, selected staff representatives, the Advising and Review Committee, the Superintendent and his advisory council, and, as ex officio members, the Board of Education.

The Group's philosophy, cognizant of the vibrancy of community environments, and mindful of the clearcut directions of its charge, addressed itself to the following activities:

1. The review and evaluation of nineteen major proposals and twenty-three supplementary suggestions submitted by both professional and lay persons in groups or as individuals.

2. The organizational and logistical aspects of the proposals, i.e., the feasibility of housing, staffing, student transportation, and grade structure.

3. Classified the various proposals into the six major organizational configurations which they represented.

4. Sought a representative racial, socio-economic, and

achievement mix in each school and a random racial, class, and achievement mix in every classroom.

5. Held three meetings at strategic points of progress with the Lay Citizen-Staff Consulting Committee and realized valuable insights from them.

6. Held two meetings with a representative consulting Staff Committee for reciprocal knowledge and experiential change.

7. Community interrelationships were emphasized during a meeting with representatives of interested and affected public agencies who had been invited to hear a report on the desegregation process, as well as to react to its implications in the light of community-wide perspectives.

8. Met with many of the proponents of proposals to enable clarification and understanding of them.

9. Talked with experts from institutions of higher learning, Urban Educational Centers, U. S. Office of Education, the U. S. Civil Rights Commission, and other school districts to gain a depth of understanding of the promise and the pitfalls of this enterprise.

10. Early in its study, the Task Group recognized the need for the formation of a companion task group to address itself to an instructional program in a fully integrated setting. The request was made to the Superintendent and was granted immediately. This group began study on July 24, and directed special attention to the following goals:

    a) To define and implement quality education.

    b) To plan curriculum for the desegregated setting.

    c) To consider grouping for effective learning.

    d) To include supportive services.

    e) To develop teacher-pupil ratios and staffing procedures.

11. Requested that the Superintendent appoint a sub-task group to develop projects for federal, state, and private funding.

12. Reviewed the literature related to de facto segregation, and

examined a variety of desegregation plans in other communities.

13. Studied educational research concerned with the effect of racial integration on student achievement, attitude, behavior, motivation, and maturation. Perused research related to grouping and tracking practices.

14. Evolved major prototypes of proposals relating to specific grade organizations. These proposals embody and incorporate the positive factors of the plans submitted to the District, and reflect the accrual of group experience and study.

Thus, the door to elementary school desegregation has been opened, and political and professional commitments have been made. Although there are limitations in school housing, racial desegregation will be accomplished within the year. A transportation system for up to one-half of the student enrollment must be developed. All educational programs, instructional materials, and equipment must be tailored to the change; the organization of the schools, classes, schedules, and grouping practices will need substantial renovation. Programs in special education, guidance, counseling, compensatory education, recreation, and intergroup education must be tied to this thrust. Recruitment, selection, placement, and in-service training of staff must be honed to the quality education-integration program. Community, staff, and student involvement must be continued and built into the whole process to a greater extent than now practiced.

B. National Trends and Concerns

Other cities in the nation have sought solutions to de facto segregation whether or not either community or school have admitted to the facts of segregation and inequality.

Open enrollment is one of the most commonly used "solutions", wherein minority students who would normally go to a low prestige ghetto school may attend, if there is room, a high prestige predominantly Caucasian school in another part of the city. Sometimes transportation is provided.

Although this may be a helpful first step, if combined with a general program of educational improvement, it is only a token. It is usually one way because the degree of desegregation achieved in the receiving schools is small and the sending schools remain segregated and often lose their high achieving students. The Baltimore experience with open enrollment was disastrous, and it is becoming

increasingly apparent that many minority group parents from New York to California resent the one way ride and the accompanying implication that all of the advantages of desegregation are to the racial minority who somehow must be subjected to a civilizing process. Overtones of racism, rigid in conception, if soft in quality, seem to seep through.

Redistricting is often tried and usually is found wanting. It can improve racial balance where a segregated minority school and a segregated white school of proper proportions are adjacent. But this unusual situation is quite disparate from the complexities in vast and solidly segregated cities.

Often segregated schools (one Caucasian, the other minority) are paired for particular purposes, sharing such activities as playdays, science camping trips, assembly programs, joint P. T. A. or faculty meetings in the interest of integrated experiences. Reliance on these programs however, begs the question of de facto segregation, but rather concedes and lives with the very problem it purports to alleviate. At best, such action may be better than no action; at worst, it may be insulting.

The Princeton plan has been used extensively in cities throughout the country as a vehicle for desegregation. It would combine contiguous attendance areas serving the separate races into a combined attendance area. Thereafter, the children of certain grades (K-3, for example) would attend the one school and the children of other grades (4-6, for example) would attend the other. In the small community of Princeton, where only a few schools are involved, the plan totally desegregates the school population. In larger cities the plan has had minor effectiveness, for the segregated Negro and Caucasian schools are usually far apart and separated by a "buffer area" of relatively integrated schools. Two-way busing is required, and oftentimes major school plant revision is needed to meet housing requirements.

Modifications of the Princeton plan have been effective in desegregating the elementary schools of Teaneck and Englewood, New Jersey, and Sausalito, California.

The one grade school is organized to overcome de facto segregation among three or more schools at a given level, i. e. the elementary grades in the New Jersey cities and Sausalito, and the junior high school grades in Berkeley where its secondary school desegregation plan featured the ninth grade school.

In Teaneck, a predominantly Negro school was converted into a school serving a single grade, the sixth grade. The remaining Teaneck schools became K-5 grade schools, and the students who formerly would have attended the predominantly Negro elementary school were divided among them. In this manner, Teaneck's elementary schools were effectively desegregated. As in Berkeley, the step was taken after thorough study and wide community discussion. As in Berkeley, there was lively local opposition. Unlike Teaneck, the Berkeley Board was subjected to a Recall Election. Unlike Berkeley, Teaneck's Superintendent of Schools and Board of Education were subjected to strong threats of physical violence accompanied by open anti-Negro and anti-Semitic feeling.

Englewood's modification was inaugurated under extreme pressure from the minority community and at the mandate of the State Commissioner of Education. Refusal to desegregate would have meant loss of state financial support under New Jersey law. Englewood closed its predominantly Negro school and made it an administration building. One of the remaining schools became a sixth grade school. The attendance boundaries among the other schools were changed to effect desegregation. Subsequently, Englewood designated two of its schools to be two year Five-Six Grade schools in anticipation of establishing a Five-Eight Middle school in the future.

Sausalito, California desegregated its elementary schools by establishing a single kindergarten school, and single schools for grade one, for grades two-three, and for grades four-eight. Busing was included as needed. All kindergarten children attend a former predominantly Negro school in the Marin City ghetto. White children from the adjoining Mill Valley school system are bused on a voluntary basis to Sausalito's 4-8th grade school. At Sausalito there is desegregation; there is balance in busing which the children of all communities experience. Sausalito is looking ahead toward a single educational center for its entire student body, from kindergarten through the eighth grade.

Riverside, California desegregated its schools under the extra encouragement of protest and sit-in and a fire which partially destroyed one of its segregated Negro elementary schools. Desegregation was effected by closing the segregated Negro schools and busing the Negro children to the remaining elementary schools. This was a minimal cost in additional classrooms and involved no change in school organization. It included what was termed a program of transitional education, largely financed by funds under Title I of the Federal Elementary and Secondary Education and the State McAteer Acts of 1965.

The Community Consolidated Schools of Evanston, Illinois will be desegregated in the Fall, 1967 by a plan similar to that in the Riverside District, but with something added. In 1964, Evanston began to change to a K-5, 6-8 middle school form of organization in the interest of improved pre-adolescent education which proved to be good preparation for the move to total desegregation. The process has been a careful one involving community participation and dialogue. A busing survey indicated a high percentage of citizen acceptance. During the process of change, special efforts have been made to improve a recognized quality educational program utilizing both public and private funding sources.

Mt. Vernon, New York has proposed a plan for limited desegregation in the school system while retaining the neighborhood school. The district would place a "Childrens' Academy" on a large tract of land. By using staggered schedules, all the children in the city would be bused to the academy for two hours a day. There, special programs would be worked out according to the need of the individual students. Subject specialists would be assigned to the academy. The neighborhood schools would be uncrowded, and reductions in class size and flexibility in grouping and scheduling would be possible.

Here then are examples of various efforts to come to grips with de facto segregation. There are perhaps as many variations of these basic approaches as there are communities which have faced the problem. Satisfactory programs have been developed at least on an interim basis using one, or more often, a combination of these plans. But the ultimate solution to the problem is another matter, particularly in the larger cities where the ghettos are solid and the problem daily becomes more acute. There ultimate solutions must be regional, crossing urban-suburban lines as in Syracuse, New York, and may involve the middle school and the educational park.

1. Middle School Development

Recently, national attention has focused on the pattern of grade organization in the public schools. An important trend is developing toward the middle school -- an intermediate school combining one or more high elementary grades below grade seven with one or more of the grades usually assigned to the junior high school. Often this grade organization is advanced in the interest of the needs of the more rapidly maturing pre-adolescent and adolescent students, similar to the reasons attached to the formation of the first junior high schools fifty years ago. Likewise, it is of interest as a means to concentrate specialized use of plant,

equipment, educational technology, and staff with the greatest economy. It is appealing as a means of preventing the educational rigidities encountered when a junior high school system is too closely associated with the high school. Moreover, it is becoming increasingly useful in achieving school desegregation. New York City is in the process of replacing its junior high schools with middle schools, grades five-eight and six-eight, for all these reasons.

In 1964-65, twenty-three systems of 12,000 student enrollment or more reported to the National Education Association that they maintained middle schools. Eighteen smaller systems indicated the use of the middle school organization. The grade 6-8 school was most usual; next was the grade 5-8 school; some schools included grades 5-9; and some, grades 6-7. Presently, forty-five of the fifty states in the union have one or more middle schools in operation. Pittsburgh, New Haven, and Boston are seriously considering a middle school solution to educational, de facto segregation, and school plant problems.

The districts operating middle schools emphasize the "electives" offered the younger students. Expanded or new programs in guidance and remedial services, science and language laboratories, art, home economics, physical education, and pre-technical education are offered. Opportunities for individual study, nongraded classes, team teaching, and departmentalization are more easily realized, with classrooms and equipment designed to meet the curricula.

Over the last fifty years, pro and con evidence on the educational advantages of the junior high school has been collected. Recently, the observations of Dr. Conant[1], the conclusions of a Ford Foundation study of the Dearborn, Michigan junior high schools, and surveys of teacher opinion point to the shortcomings of the junior high school. The research has produced no definitive evidence of its appropriateness to contemporary education. Many of the advantages of the junior high school, without the attendant disadvantages may be found in the middle school which needs to receive serious consideration as an alternative structure.

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[1] Conant, J. B., Recommendations for Education in the Junior High School Years, A Memorandum to School Boards, Educational Testing Service, Princeton, New Jersey, 1960.

2. Grouping and Tracking

Effective integration of schools must also mean desegregation within each school. Many balanced schools have hindered racial integration within the classroom by maintaining the practice of grouping students by ability and achievement.

Ability grouping appeared as early as 1860. Its effectiveness in facilitating learning has been studied since 1916. Nearly every decade, the studies have been summarized and analyzed. What was considered a matter of controversy in 1916, continues to be controversial today. Many of the studies are self-contradictory; few were carefully controlled.

Recent studies in the United States, England, and Sweden[1] agree that 1) grouping by ability may be detrimental to children of middle and lower income who are deprived intellectual stimulation; and that 2) "brighter" children do not suffer academically in heterogeneous groups. Such grouping favors the higher socio-economic class, yet is damaging to all children in that it concentrates on academic goals at the expense of broader cultural goals.

According to Daniels[2], such grouping lowers the average attainment of students at junior high school, slightly reduces the level of attainment of "bright" junior high school students, and markedly retards the educational attainment of "slower" groups. As the number of grouping studies proliferate, their inconclusiveness becomes increasingly apparent as conclusions are couched in tentative and equivocal terms. Hence, despite a century of practice, and fifty years of study, most grouping issues remain unresolved; and grouping practices may be regarded as a tool for administrators and teachers in a setting of social and racial mythology.

3. Desegregation and Achievement

The predominantly Negro and lower class segregated school is a deficient school in the eyes of its community; deficient in instructional program, staffing, and school plant. It is clear that the minority and lower class students in the segregated primary schools achieve several grade levels below their more economically and educationally privileged Caucasian peers, and the gap

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[1] Goldberg, Miriam L, Passow, A. H., and Justman, Joseph, The Effects of Ability Grouping, Horace Mann - Lincoln Institute of School Experimentation, Teachers College Press, New York, 1966.

[2] Goldberg, Passow, Justman, Op. Cit.

widens each year until it doubles during the high school years. These are the facts evident in cities across the nation, documented in the Coleman report[1], in the Civil Rights reports[2], and in concerned school systems. Students of minority groups, segregated by school, or within school by ability and performance are labeled as inferior and as failures; most of them expect to fail, and most of them do.

Growing evidence, however, indicates that egalitarian integration provides the key to minority students for improved academic achievement and behavior patterns, enhances self-concepts and confidence, offers the hope of success, and promotes the desire to succeed. Similarly, the more economically and educationally privileged Caucasian students maintain or improve achievement levels in the integrated school setting while educing awareness in human relations that is critical to life enrichment.

Wilson's[3] studies revealed that social class integration was a key factor, and that race and social class were highly correlated. These findings are supported by Coles and Poindexter[4] at Harvard and by Clark and Dodson[5] at New York University.

Members of all races in communities across the nation are insisting on the final triumph of the Civil War, and are calling for

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1 Coleman, James S., Op. Cit.

2 Civil Rights Commission, Op. Cit.

3 Wilson, Alan B., Educational Consequences of Segregation in a California Community, Survey Research Center, The University of California, Berkeley, California, 1966.
_____, Education of Disadvantaged Children in California: A Report to the California State Committee on Public Education, Survey Research Center, The University of California, Berkeley, California, 1965.

4 Coles, Robert, "When Northern Schools Desegregate," in Integrated Education, November/December 1965.

5 Clark, Kenneth B., "The Search for Identity," in Ebony, August 1965.

Dodson, Dan W., "Does School Integration Conflict with Quality Education?", in Integrated Education, April/May 1966.

a new reconstruction; a reconstruction of education and of educational and vocational opportunity; of housing, and housing practices; of cities; and of citizenship. These are the priorities which wait at the front door, and which stretch around the world.

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Chapter II

METHODS

A. Surveys and Criteria

The Summer Staff Integration Task Group began its work on July 5. Preparation for this event began in June with the production of a series of demographic overlays for a 6'x7' map of Berkeley by three work-study students from the University of California. The overlays consisted of 7'x7' clear plastic sheets on which dots were placed to represent each student in attendance, Spring 1967 according to ethnic origin and grade level. A composite overlay for all students, kindergarten through sixth grade, was also made. These overlays were used to enhance visual interpretation and evaluation of desegregation plans.

Information on three other dimensions was compiled: demographic/student data; school housing; and data for projecting transportation plans. A census deck of 15,500 IBM cards containing name, grade level, street code, and ethnic origin of each student in the District, grades K-12, Spring 1967, also was compiled. A data deck from the Counseling and Guidance Center showing student achievement levels, grades one through six, was merged with the census deck to provide more detailed student information. This information was vital to all plans concerning racial and socio-economic student grouping to achieve the best possible balance, and to permit analyses and projections.

A socio-economic table was built by converting geographic areas of the City into socio-economic areas. Twenty-seven census tracts were scored according to income level, and the resultant socio-economic score was assigned to students who live within that area. Although this was a calculated estimate, it was considered as an aid for grouping and enrollment plans.

A building survey was conducted which included such data as site and building schematic sketches of all Berkeley schools, and detailed information on classroom size and special facilities. This information consisted of numbers of classrooms, size in square feet and capacity, and room location. From square footage data, an arbitrary room capacity evaluation was made using X number of square feet per child.

A third data deck converting street codes into block codes and coordinate codes was compiled. This deck permitted evaluation of transportation needs according to student selection, distance radii, scheduling, etc.

Library materials, visual aids consisting of bargraph transparencies of ethnic composition, and maps demonstrating ethnic distribution and density were used to assist the group in its task. To fulfill the Superintendent's charge, the proposals were subjected to careful organizational, logistical, and financial appraisal by the Group. In addition to the following criteria used in evaluating each proposal, a numerical rating was given to each criterion.

Grade Organization: Grade configurations were evaluated in terms of their effect upon existing organizational arrangements and the consistency of the proposed grade arrangement with established concepts of student, physical, intellectual, and emotional development.

Balance: Each proposal was rated according to its method for providing a racial balance within each school (and classroom). While racial balance was given the highest priority, an ideal balance was considered to be one that included socio-economic factors.

Instructional Implications: The proposal's effect on the instructional program was evaluated in terms of its recommendations for classroom and/or grade groupings. Ratings were based upon the proposal's ideas for providing for individual differences in heterogeneous groups.

Housing: Housing conversions were considered critical factors in evaluating the practicability of a proposal. Capacity and enrollment figures were used to assess feasibility. Plans utilizing existing facilities were considered feasible. Plans requiring purchase of new facilities, extensive renovation, and construction were considered less feasible even if they were considered to be educationally sound.

Transportation: Given the geographical distribution of ethnic groups in the school district, a transportation program was considered inevitable in any plan to effect racial balance. These factors tended to delimit the evaluation of the transportation component of any given proposal to logistical problems in terms of time, distance, and balance factors. Time and distance were related to time spent in travel and eligibility standards. The balance factor also was related to the busing selectivity process. The basic assumption of the balance factor is that any plan should provide for cross-busing of East and West Berkeley students. Proposals which recognized these problems and offered workable solutions were given high scores.

Long Term Implications: Long term implications of any given proposal were evaluated in terms of the effect it would have upon the future educational program, i.e. the degree of stability and/or flexibility the plan permitted as a result of its commitments to certain physical structures and organizational arrangements.

Teacher Personnel: Suggestions for staff in-service training were listed and forwarded to committees planning future in-service programs. Staff placement plans were studied and evaluated on the basis of their provision for racially and experientially integrated staffs at all schools.

Political Implications: Attempts were made to assess the possible reactions of staff and community to any given proposal. Evaluations were made on the basis of previous reactions by individuals and groups to past integration programs. Reactions to current proposals also were sought and received from lay citizens and professional staff.

Cost: Proposals were rated favorably if costs did not exceed existing budget commitments to integration programs. Only those cost factors relating to the logistics of integration were considered.

* * * * *

Chapter III

PROPOSALS

A. Description

The proposals and suggestions which the Task Group received were categorized by the grade-level configurations which they employ. It should be strongly pointed out that several criteria were considered of prime importance in judging proposals and in arriving at final recommendations. These criteria are listed and described as follows:

1. Racial Balance: A feasible plan must provide a racial balance at all schools of approximately forty percent Negroes and sixty percent Caucasians, Orientals and Others.

2. Housing: A feasible plan must imply minimum school plant conversions.

3. Transportation: A feasible plan must suggest a balanced busing program. One segment of the community must not bear an unequal share of the burden.

4. School Changes: A feasible plan must require a minimum number of school changes in a pupil's career.

The prototypes which follow are based upon the foregoing criteria.[1]

1. Kindergarten through Sixth Grade.

This plan would provide integration of all elementary schools through their present grade configurations. The present junior high school grades would remain as they are, as would the ninth grade at West Campus, and grades ten through twelve at Berkeley High School. East-West boundaries would be drawn, dividing the city into three strips, each of which would be racially balanced. A busing system would be devised to transport pupils to schools according to the need for racial balance at each receiving school. School housing conversions would be minimal under this plan. Racial balance would be achieved, and the transportation burden equally shared. The number of change in a pupil's career would be four, the same number that he presently has.

2. Kindergarten through Third Grade, and Fourth through Sixth Grade.

This plan would place all fourth through sixth grade classes

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[1] Variations of the basic plans could include satellite or feeder school

in the four largest elementary schools, all in West Berkeley. The other elementary schools would house the children from kindergarten through third grade. Three racially balanced strips would be drawn, and the pupils bused to the receiving schools. In order to house the lower grade pupils in many of the schools, extensive plant conversion would be required. Racial balance could be achieved through busing, but an imbalance in the busing burden would result, since the West Berkeley residents would be obliged to bus their youngest children, whereas the older children would be bused from East Berkeley. The number of school changes for a pupil would be increased to five, since this plan proposes no changes in the secondary schools.

3. Kindergarten through Fourth Grade, and Fifth through Sixth Grade.

Three schools would be designated as grades five-six schools, one in each of three racially balanced strips. All other schools in each strip would house grades kindergarten through four. Junior high schools, West Campus, and Berkeley High School would remain unchanged. The cost of housing conversions would be low under this plan. The establishment of a five-six school would splinter the K-12 program into five parts, resulting in the alignment of school years as follows: 5-2-2-1-3. Articulation of the school program might be difficult if this plan were followed as would be the case under a Kindergarten through Third Grade, and Fourth through Sixth Grade system.

4. Kindergarten through Fourth Grade, Fifth through Eighth Grade, and Ninth through Twelfth Grade.

Three middle schools would be established at Garfield, West Campus, and Willard. The ninth graders would be housed at Berkeley High School, and the present Washington School site would serve as a high school annex. The K-4 schools would be arranged in three racially-balanced strips. Some of the pupils surrounding a given school would attend one of the other schools in the strip in order to achieve racial balance. Conversions of school plants would be minor, the majority of additions being at the middle schools and at Washington School. The educational implications of this plan represent its greatest strength, with enlarged curriculum possibilities at the middle school level.

5. Kindergarten through Fifth Grade, Sixth through Eighth Grade, and Ninth through Twelfth Grade.

This plan is a modification of the above middle school plan. Only the sixth grade would be added to the middle school organization, thereby decreasing the necessity of plant additions at the middle schools. As with the fifth through eighth grade structure, the number of school changes in a pupil's career would be three. The six through eighth grade plan would require fewer pupils to be bused, if it is assumed that sixth graders can make their way to the middle school, as the seventh and eighth graders do at the present time.

B. Estimated Costs

The Task Group primarily addressed itself to an analysis of the logistical costs of transportation and school housing conversion, leaving the areas of cost related to staff personnel, in-service training, and curriculum for consideration elsewhere.

Each of the grade prototypes include estimated cost of implementation. The cost figures should be considered gross estimates only, and will be subjected to careful refinement when a specified plan is chosen.

To arrive at the cost figures, a number of assumptions had to be made which should be considered when the cost of implementing the different prototypes is studied.

In estimating the cost of transportation for each plan, the following assumptions were made:

1. Use of sixty-seven passenger buses at seventy-five percent capacity as average usage.[1]

2. Staggered starting schedules for schools to achieve two-way use of buses.

3. Lease purchase plan (or contract plan) covering three year period, for Capital Outlay figures. (Conventional buses @ $12,000 each Total Cost.)

4. No Capital Outlay for maintenance equipment. (City maintenance program continued as at present.)

5. Operation cost estimated to average $65.00 student per year.

6. District-owned (six) buses (equipment) included in capacity figures.

7. Lease purchase annual cost remains (approximately) constant if transit buses substituted for conventional, and lease purchase contract extended to six years.

It was further assumed that present walking distances for elementary children would be maintained, and that the children who live beyond that distance from their newly assigned school would be eligible for transportation.

Building conversion costs are based upon the following assumptions:

1. To conform with Title 19 (Fire Marshal's regulations) of the California Administrative Code, sprinkler systems need to be installed at a cost of $ .75 per square foot of ceiling and attic area.

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[1] Parking facility costs will be reflected in each prototype projection.

2. Lease purchase of portable units on a seven year contract basis, resulting in an estimated first year cost of $2500.00, and an annual cost of $2160.00 for the remaining six years.

3. District-owned relocatable classrooms can be moved for an estimated $500.00 each and re-installed at the new site for an additional $2000.00 each, including site preparation, foundation, and demolition costs.

4. Relocated buildings or new buildings would be furnished with existing district-owned furniture, unless otherwise specified.

5. Room and building capacity figures are based upon twenty-five students per room unless noted to the contrary.

6. Where school buildings contain classrooms to be used by Kindergarten-Primary students which had formerly been used by elementary students, estimated $100.00 per room cost for lowering black boards, etc., has been included.

C. The Prototypes

1. The K-6 Plan

Description:

In this plan, the Elementary Schools would retain existing grade configurations -- K-6 in fourteen schools, and K-2 or 3 in three primary schools. The District would be subdivided into four East-West strips.

Balance:

Since the racial proportion of the District is forty percent Negro and sixty percent Caucasian and Other, this proportion would be sought in the four strips. The present enrollments in these strips are indicated below.[1] Each strip is fairly balanced racially, and small discrepancies could be adjusted by minor changes in attendance boundaries.

Strip A (Negro students - 36 percent)[2]

Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Jefferson	153	579	732	600
Thousand Oaks	59	537	596	600
Franklin	494	264	758	1000
Franklin Primary	89	28	117	150
Totals	795	1408	2203	2350

1 Data are based upon enrollment figures as of October 1966.

2 Data are based upon the number of regular and portable classrooms presently available at each school site. The average classroom enrollment of twenty-five students (50 per kindergarten room) is used.

Strip B (Negro students - 40 percent)

Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	46	654	700	650
Cragmont Primary	8	164	172	150
Oxford	5	372	377	325
Longfellow	798	96	894	925
Totals	857	1286	2143	2050

Add four portable units at twenty-five students each to meet capacity needs.

Strip C (Negro students - 38 percent)

Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	27	417	444	375
Hillside Primary	9	184	193	200
Whittier	73	414	487	675
Washington	254	340	594	675
Columbus	582	169	751	825
Totals	945	1524	2469	2750

Strip D (Negro students - 47 percent)

Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
John Muir	31	446	477	375
Emerson	78	303	381	350
LeConte	178	311	489	500
Lincoln	698	12	710	850
Totals	985	1072	2057	2075

Housing:

Under this plan there would be a minimum amount of school housing conversion required. Only the four portables for Strip A would be necessary. The students would be housed in existing buildings. The enrollment capacity figures, therefore, would change slightly and there would be no need for playground modification.

Transportation:

The plan would redistribute the students in all seventeen elementary schools to achieve ethnic and socio-economic balance at each school.

Approximately 3230 children would be bused under this plan. The plan presumes that in a predominantly Caucasian neighborhood, approximately sixty percent of the student body would attend the neighborhood school, and that the remaining forty percent would be bused in from other neighborhoods. Conversely, in a predominantly Negro neighborhood, approximately forty percent of the students would attend their neighborhood school; while sixty percent would be bused out. Distances to be traveled would depend upon school assignment.

Cost:

Since this plan would require a little or no plant modification, the greatest cost would be that of transportation. Four portables added to Strip A would result in an approximate cost of $10,000.

Were this plan to include a pre-school center which would be located at Savo Island, added housing costs would be required. Without enrollment projections, however, total costs would be difficult. A unit cost of $110 per student would offer a basic estimate.

Based upon the assumptions previously sited, the estimated cost of transporting 3230 students per year would be $322,950. This figure represents a $25,000 cost for bus parking facilities, an operational cost of $209,950, and a capital outlay expenditure of $88,000.

Further Considerations:

The K-6 grade organization would require a minimum amount of change, and the neighborhood structure would be maintained to a greater degree than in most other plans. Because the K-6 plan would alter the existing class organization less than the other prototypes, the plan could be considered advantageous in its adaptability to subsequent long-range plans.

2. The K-5, 6-8, 9-12 Plan

Description:

This plan would offer an 8-3-4 grade level structure. Early childhood education through grade five would be housed in sixteen primary and elementary school sites, grades six through eight in Garfield, West Campus and Willard, and grades nine through twelve in Berkeley High School and Washington School. The present pre-school program could be housed in several elementary schools since an approximate underenrollment of 900 full time students would exist. The pre-school program could be expanded by developing additional pre-school housing on the Savo Island Property.

The following chart shows the capacity and enrollment figures for all grade levels housed as described above:

School and Grades Served	Building Capacity	Capacity Rating Method	Enrollment Total
B.H.S. (9-12)	3325	@ 95% maximum capacity.	3194
Washington (9-12)	700	@ 25 per room and 125	1123
Added Portables	300	in auditorium (study hall)	
Totals	4325		4317
West Campus (6-8)	1062	@ 85% of rated	1120
Garfield (6-8)	1636	Capacity of 25 per	1206
Willard (6-8)	998	room.	1044
Totals	3696		3370
All sixteen remaining Elementarys (ECE-5)	8650	@ 25 per room	7752
Totals	8650		7752
Elementary School Surplus Space	900[1]	@ 25 per room	

Balance K-5:

To balance grades K-5 racially the City could be divided into three expanded attendance strips as shown on the following page.

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[1] Pre-school enrollment exceeding 900 students could be housed at Savo Island.

STRIP A (Negro students - 38 percent)

K-5 Enrollment By Race and School of Attendance[1]

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	41	527	568	650
Cragmont Primary	8	164	172	150
Thousand Oaks	56	475	531	600
Franklin	413	217	630	1000
Franklin Primary	89	28	117	150
Columbus	527	144	671	825
Jefferson	136	501	637	600
Totals	1270	2056	3326	3975

STRIP B (Negro students - 38 percent)

K-5 Enrollment By Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	20	362	382	375
Hillside Primary	9	184	193	200
Longfellow	679	88	767	925
Oxford	4	320	324	325
Washington	224	308	532	---
Whittier	57	368	425	675
Totals	993	1630	2623	2500

STRIP C (Negro students - 48 percent)

K-5 Enrollment By Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Lincoln	616	11	627	850
LeConte	152	287	439	500
John Muir	29	381	410	375
Emerson	64	263	327	350
Totals	861	942	1803	2075

[1] Enrollment statistics are based upon the October 1966 census; building capacity if based on the number of regular and portable classrooms now available at each school site with an average enrollment of 25 students per classroom (50 per K room).

Strip B would be over enrolled by 123. Strips A and C both would be underenrolled. Appropriate capacity enrollment figures could be achieved for Strip B by adjusting boundaries between the Strips or by shifting five portables from Strip A to Strip B.

Racial Balance Grades Six through Eighth:

Racial balance at grades 6-8 could be achieved by sending Elementary Strip A to Garfield School, Elementary Strip B to the West Campus, and Elementary Strip C to Willard School.

The following charts, projected to 1968[1] show enrollments by race and feeder attendance area for the three middle school strips.[2]

Garfield Strip (Negro Students - 34 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Cap. of Garfield
	Negro	Caucasian & Others		
Cragmont	20	382	402	@ 85% of rated capacity of 25 per room equals 1636
Cragmont Primary	--	--	--	
Thousand Oaks	9	206	215	
Franklin	234	132	366	
Franklin Primary	--	--	--	
Columbus	206	55	261	
Jefferson	58	232	290	
Totals	527	1007	1534	1636

1 Enrollment figures for grades six through eight at each feeder school were obtained as follows: Grades seven and eight figures were estimated by taking ninety-eight percent of the 1967 enrollment totals for grades five and six at each feeder school. (The 98% was used because the 1967 7th and 8th grades represents 98% of the 1967 5th and 6th grades.) After estimating the 7th and 8th grade enrollment from each feeder school, the enrollment for the 1967 6th grade at each school was added to give the estimated three grade enrollment at each school.

2 The number of Negroes for grades six through eight coming from each feeder school was computed as follows: The 1967 percentage of Negroes for grades K-6 at each school was determined. This percentage figure was then applied to the estimated grade six through eight enrollment coming from each feeder school.

West Campus Strip (Negro students - 43 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Cap. of West Cam.
	Negro	Caucasian & Others		
Hillside	17	197	214	@ 85% of rated capacity of 25 per room equals 1062
Hillside Primary	--	---	---	
Longfellow	336	25	361	
Oxford	3	158	161	
Washington	76	101	177	
Whittier	35	147	182	
Totals	467	628	1095	1062

Willard Strip (Negro students - 45 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Cap. of Willard
	Negro	Caucasian & Others		
Lincoln	250	3	253	@ 85% of rated capacity of 25 per room equals 998
LeConte	57	95	152	
John Muir	3	192	195	
Emerson	34	125	159	
Totals	334	415	759	998

Housing Costs:

Minor adjustments in housing capacities would be required for the K-5 and 6-8 schools, with little cost involved. In order to move the 9th grade from West Campus to a Berkeley High/Washington School complex, however, some major housing adjustments would be required.

An overpass crossing at Grove Street at $25,000; conversion of classrooms to provide added office space and specialized facilities for certain course offerings at $90,000, six relocatable classrooms at $84,000, and a relocatable locker room-shower facility at $70,000 would bring the cost of this phase of the plan to $269,000. This sum could be reduced to $150,000 if the relocatable buildings were obtained through a seven year lease-purchase agreement.

Transportation Costs:

An estimated 3085 students would require transportation under this plan, with a total cost of $309,525.

$25,000 is estimated as the cost of providing an adequate parking lot for the bus fleet and an office-ready room combination for the bus dispatcher and drivers.

The operation cost would be $200,525 and the Capital Outlay expenditure would be $84,000, making a total of $309,525. This cost figure assumes that no transportation would be furnished to middle school (6-8) or high school (9-12) students.

Other Costs:

The foregoing cost figures do not include expenses involved in the teacher personnel in-service training program or the curriculum revision costs which would be called for in this plan.

Instructional Implications:

Early childhood education could become part of a well coordinated instructional program in basic skill mastery. Housing pre-school students at elementary sites could enhance articulation with the primary programs.

The advantages to be found in a grade six through eight organization could include departmentalization, core programs in all grades. The sixth grade students would realize benefits of specialized curricula in languages, fine arts, physical education, and expanded counseling. The six through eight organization could be changed later to include a middle school grades five through eight.

Further Considerations:

This plan would provide the foundation for an integrated elementary system, and for improved curricula at all grade levels, with feasible plant conversion costs.

The presence of fifth grade students with the elementary grades would offer a leadership group. There would be only three school changes in the student's career.

3. The K-4, 5-8, 9-12 Plan

Description:

This plan would divide a pupil's school career into three parts: Early Childhood Education through grade four, grade five through grade eight, and grade nine through grade twelve. Early Childhood Education through grade four would be housed in sixteen elementary buildings; grades five through eight would be located at Garfield, West Campus, and Willard Schools; and grades nine through twelve would be housed at Berkeley High School and on the present Washington Elementary School site.

The following chart shows the capacity and enrollment figures for all grade levels, housed as outlined above.

K-4, 5-8, 9-12 (All Schools Capacity and Enrollment) :

School and Grades Served	Bldg. Capacity	Capacity Rating Method	Enrollment Total
B. H. S. (9-12)	3325	@ 95% maximum capacity	3194
Washington (9-12)	700	@ 25 per room and 125 in auditorium (study hall)	1123
Added Portables	300		
Totals	4325		4317
West Campus(5-8)	1062	@ 85% of rated capacity of 25 per room	1193
Garfield (5-8)	1636		1120
Willard (5-8)	998		1169
Added Portables	900	@ 42 portables	1098
Totals	4596		4580
All sixteen remaining elementary's (ECE-5)	8550	@ 25 per room	6290
Total	8550		6290
Elementary School surplus to be used as Early Childhood Education housing	2260	@ 25 per room	
Total	2260		

K-4 Enrollment by Race and School of Attendance :

Enrollments from October 1966 census; based on existing classrooms of twenty-five students (fifty per kindergarten room).

Strip A (Negro students - 38 percent)

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	32	393	425	650
Cragmont Primary	8	164	172	150
Thousand Oaks	53	390	443	600
Franklin	327	167	494	1000
Franklin Primary	89	28	117	150
Jefferson	110	420	530	600
Columbus	432	130	562	825
Totals	1051	1692	2743	3975
				-2743
			Underenrolled --	1232

Strip B (Negro students - 41 percent)

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	14	275	289	375
Hillside Primary	9	184	193	200
Oxford	3	264	267	325
Whittier	50	315	365	675
Washington	202	75*	277	--
Longfellow	574	80	654	925
Totals	852	1193	2045	2500
				-2045
*(198 to Strip C)			Underenrolled --	455

Strip C (Negro students - 42 percent)

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Lincoln	498	9	507	850
LeConte	137	235	372	500
John Muir	29	320	349	375
Emerson	55	219	274	350
Totals	719	783	1502	2075
		198*		-1700
		981	Underenrolled --	375

Underenrolled total, all strips: 2062

Balance, Grades 5-8:

Racial balance in grades 5-8 could be achieved by channeling elementary Strip A to Garfield School, Elementary Strip B to West Campus, and Elementary Strip C to Willard School.

Enrollment figures for grades 5-8 at each feeder school were determined in the following manner: the 5-6 figures were obtained from the 1966-67 school census; the 7-8 figures were estimated by taking 98% of the 5-6 figures, this being the ratio of 7-8 students to 5-6 students according to the 1966-67 census.

The number of Negroes, grades 5-8, from each feeder school was estimated by using the 1967 percentage of Negroes for grades K-6 and applying this percentage to the estimated seventh through eighth grade enrollment from each feeder school. The grade 7-8 estimate was combined with the grade 5-6 enrollment to provide the fifth through eighth grade total enrollment.

Projected Enrollment by Race and Feeder Attendance Area:

Garfield Strip (Negro students - 34 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	27	518	545	@ 85% of
Thousand Oaks	12	291	303	rated capa-
Franklin	308	173	481	city at 25
Columbus	289	77	366	pupils per
Jefferson	79	315	394	room = 1636
Totals	715	1374	2089	1636
			-1636	
			453	Overenrolled

West Campus Strip (Negro students - 42 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	24	282	306	@ 85% of
Longfellow	440	33	473	rated capa-
Oxford	4	214	218	city at 25
Washington	102	130	232	pupils per
Whittier	46	196	242	room - 1062
Totals	616	855	1471	1062
			-1062	
			409	Overenrolled

Willard Strip (Negro - 46 percent)

Feeder Attendance Area	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Lincoln	340	3	343	@ 85% of rated capacity at 25 pupils per room = 998
LeConte	78	128	206	
John Muir	5	254	259	
Emerson	45	167	212	
Totals	468	552	1020	998
			-998	
			22	Overenrolled

Total overenrolled = 884

Racial Balance, Grades 9-12 (Negro students - 40 percent)

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
B. H. S.	1237	1957	Gr. 10-12: 3194	3325
Washington	481	642	Gr. 9: 1123	700
Portables	--	--		300
Totals	1718	2599	4317	4325
				-4317
			Underenrolled	-- 8

The enrollment-capacity figures show that:

a) K-4 sites are underenrolled by -------- 2062
b) 5-8 sites are overenrolled by --------- 884
c) 9-12 sites are underenrolled by ------- 8

Alternate uses of extra K-4 sites include these possibilities:

a) housing for an expanded Early Childhood Education program;
b) housing for administrative offices, i.e. Columbus School conversion into an administration building;
c) housing of 884 students overenrolled at the grade 5-8 level, i.e. using Franklin as a temporary grade 5-8 site;
d) redevelopment of present primary sites for other uses.

Costs:

The use of Washington School augmented by certain portable facilities which would enable Berkeley High School to house grades 9-12 has been described elsewhere (see the K-5, 6-8 plan) and would cost an estimated minimum expenditure of $150,000.

In addition to this housing expense, there would be the need to remedy classroom shortages in the three middle schools. This shortage has been estimated to affect 884 students, which when corrected would require the addition of forty-two classrooms. These could be either relocated bungalows or newly lease/purchased portables, and the estimated cost would be $105,000.

Both transportation and housing costs might be reduced if the District were redivided into four attendance strips so that Franklin School could be used as a grade 5-8 school, thus using the surplus K-4 housing; while at the same time overcoming the grade 5-8 housing shortage.

The disadvantage to this alternative rests in the unequal distribution of special facilities which would result. Franklin School would have none of the shops, laboratories, or physical education facilities found in the other three middle schools, and the expense of overcoming these deficiencies could nullify its advantages.

Two alternative cost figures follow, accompanied by definitive assumptions:

Alternative Number I would provide transportation for only the K-4 students; students in grades 5-8 and grades 9-12 would provide their own. Thus, 2,656 students would need transportation. In addition to the $25,000 parking facility cost, there would be an operational expense of $172,640 and a capital outlay of $68,000, making a total transportation cost of $265,640.

Alternative Number II would provide transportation for all eligible students, grades kindergarten through eight. The seventh and eighth grade students would be included in this alternative because of the difficulties which could be encountered by providing bus service to fifth and sixth graders attending a middle school, grades 5-8, while

denying transportation to seventh and eighth graders attending that same school. In addition to the 2,656 kindergarten through fourth grade riders, there would therefore be an additional 2,925 fifth through eighth grade students who also would need transportation. The added cost of providing this service would be $290,125, making a grand total transportation cost of $555,765. This figure could be reduced somewhat by adjusting school time-starting schedules to allow additional trips per bus, thus reducing the number of buses which would be needed.

Instructional Implications:

Middle school reorganization would offer the potential of well-articulated programs, expanded use of special facilities, and increased staff communication for all grades in both the elementary and secondary system.

Further Considerations:

Total school integration would be accomplished at all levels, including early childhood education. Overcrowding in the present elementary schools would be eliminated by removing grades five and six while adding part of a pre-school program. While housing conversion costs would be high for grades five through eight, the following alternative could afford a reduction:

Instead of housing all fifth and sixth graders in the junior high schools, they could be housed partially in nearby elementary schools. Thus, Jefferson School would become a satellite of Garfield School, Emerson School would become a satellite of Willard School, and part of Columbus School would become a satellite of West Campus. Transportation for the fifth and sixth graders housed at the satellite schools could be arranged. Available space at the elementary schools could be used for early childhood education, special facilities, and administration.

* * * *

4. The K-4, 5-6 Plan

Description:

This plan would effect a kindergarten through four, five through six elementary grade organization. The secondary schools as they are presently organized, grades seven through eight, nine, and ten through twelve would not be affected by this plan. Included below are some sample attendance area arrangements whereby this plan could be implemented. The tables indicatd the present student population and capacity of each of the sender schools. The three schools selected to be used as five through six grade schools were arbitrarily chosen and could be changed. Franklin, Whittier and Lincoln Schools were selected because of their enrollment capacities.

Racial Balance K-4:

Racial balance in grades kindergarten through four would be achieved by dividing the City into three expanded attendance areas as shown below:

STRIP A (Negro students - 38 percent)

K-4 Enrollment by Race and School of Attendance[1]

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	32	393	425	675
Cragmont Primary	8	164	172	150
Thousand Oaks	53	390	443	650
Franklin	327	167	494	not used
Franklin Primary	89	28	117	150
Columbus	432	130	562	900
Jefferson	110	423	533	750
Totals	1051	1695	2746	3275

[1] Uses enrollment statistics as of October 1966. Capacity figures are based on number of regular and portable classrooms now available at each school with an average enrollment of twenty-five students per classroom (50 per K room).

STRIP B (Negro students - 35 percent)

K-4 Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	14	275	289	400
Hillside Primary	9	184	193	225
Oxford	3	264	267	375
Whittier	50	315	365	not used
Longfellow	547	107	654	1125
Totals	623	1145	1768	2125

STRIP C (Negro students - 47 percent)

K-4 Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Lincoln	498	9	507	not used
LeConte	137	235	372	550
John Muir	29	317	346	450
Emerson	55	219	274	375
Washington	202	274	476	675
Totals	921	1054	1975	2050

Racial Balance 5-6:

Racial balance in grades five through six would be achieved by establishing five through six grade schools at Franklin, Whittier and Lincoln Schools. Capacity and enrollment figures for each expanded attendance strip are shown on the following page.[1]

[1] Uses enrollment statistics from October 1966. Capacity figures are based upon the number of regular and portable classrooms now available at each school site and using average enrollment of twenty-seven students per classroom (54 per K room). Under-capacities in Strips A and B could be accomodated by shifting portable facilities in Strip C to A and B sites.

STRIP A (Negro students - 34 percent)

5-6 Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Cragmont	14	261	275	not used
Thousand Oaks	6	147	153	" "
Franklin	156	87	243	999
Columbus	146	39	185	not used
Jefferson	40	159	199	" "
Totals	362	693	1055	999

STRIP B (Negro students - 42 percent)

5-6 Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Hillside	13	142	155	not used
Oxford	2	108	110	" "
Whittier	23	99	122	486
Longfellow	223	16	239	not used
Totals	261	365	626	486

STRIP C (Negro students - 45 percent)

5-6 Enrollment by Race and School of Attendance

School	Race		Enrollment Total	Building Capacity
	Negro	Caucasian and Other		
Lincoln	172	1	173	891
LeConte	39	65	104	not used
John Muir	2	129	131	" "
Emerson	23	84	107	" "
Washington	57	66	123	" "
Totals	293	345	638	891

Housing:

An attempt has been made to match enrollments in each expanded attendance area with the capacities of the buildings to be used. Ground-floor capacities have been computed to assess each school's ability to house children who can not be housed above the ground floor except in buildings of Type I or Type II construction. (Several of the buildings in these strips have been tentatively

identified as Type II and possibly could house K-2 students on second floors. Pending final judgment by appropriate authorities, ground floor capacities for all buildings to be used as K-4 schools have been computed. Figures were based on twenty-five students per classroom.)

The tables below compare ground floor capacities to the number of K-2 students in each attendance area. Shortages in ground floor capacities occur in Strip C. Housing conversions at John Muir and Emerson Schools would be necessary to offset these shortages.

K-4 School's Ground Floor Capacities Compared to K-2 Population

Strip A	K-2 Population	Ground Floor Capacities	Total Capacities
Cragmont	185	275	650
Cragmont Primary	172	150	150
Thousand Oaks	280	375	600
Franklin	266	N/A	
Franklin Primary	117	125	150
Columbus	360	525	825
Jefferson	325	450	600
Totals	1705	1900	2975

Strip B	K-2 Population	Ground Floor Capacities	Total Capacities
Hillside	169	275	375
Hillside Primary	135	175	200
Oxford	158	200	325
Whittier	229	not used	
Longfellow	419	575	925
Totals	1110	1225	1825

Strip C	K-2 Population	Ground Floor Capacities	Total Capacities
Lincoln	324	not used	
LeConte	253	300	500
John Muir	209	175	375
Emerson	162	175	350
Washington	317	325	725
Totals	1265	975	1950

Cost:

The housing costs would be limited to the expenditures required to bring John Muir and Emerson Schools into conformity with Fire

Marshall's regulations. An estimated total of $55,000 would be needed for this plant modification. An additional $5,000 would be needed to relocate two classrooms in Strips A and B of the grade five through six organization.

The number of students to be transported in this plan would include 2656 kindergarten through four students plus 1479 fifth and sixth graders, or a total of 4135 children.

Bus parking facilities at $25,000, operational costs of $268,775, and Capital Outlay expenditures of $120,000 would combine to produce a total outlay of $413,775 for transportation.

Instructional Implications:

A pre-school to grade four or a kindergarten through grade four arrangement would permit a continuous program on basic skills. Under this plan, however, isolation of fifth and sixth graders from both elementary and secondary programs could result, which would make articulation of curriculum more difficult. Mechanisms for continuity and coordination between elementary and secondary programs would need to be provided.

The five through six grade school would be an acknowledgment of the qualitatively different kind of education fifth and sixth grade children need as a result of greater maturity and mastery of elementary academic skills.

Further Considerations:

The plan as outlined would require an additional change in schools for elementary children and could be objected to on this basis. The addition of the pre-school program, however, could offset some concerns about abrupt changes by allowing a child to attend one school for six or seven years.

A K-4, 5-6 plan could be considered a transitional step to a K-4, 5-8 structure, provided a coordinated curriculum between lower and upper elementary programs could be developed and maintained.

Eventually the fifth and sixth grade schools could be incorporated with grades seven and eight to form a middle school; or they could be organized as satellite schools to the junior high schools.

5. The K-3, 4-6 Plan

Description:

This regional application of the Princeton Plan would establish four East-West strips in the District.

Strip A	
Jefferson	K-3
Thousand Oaks	K-3
Franklin	4-6

Strip B	
Columbus	K-3
Washington	K-3
Oxford	4-6
Whittier	4-6

Strip C	
Cragmont (K-P)	K
Hillside (K-P)	K
Cragmont	1-3
Hillside	1-3
Longfellow	4-6

Strip D	
Emerson	K-3
Lincoln	K-3
John Muir	4-6
LeConte	4-6

The plan would not effect the current secondary school organization. Under this pattern, a student would change schools at grades 4, 7, 9, and 10. Strip C children would have an additional change after kindergarten.

Balance:

The four strips approach, but do not achieve the desired racial balance. Thus:

Strip A = 35.9 percent Negro Enrollment
Strip B = 41.0 percent Negro Enrollment
Strip C = 36.9 percent Negro Enrollment
Strip D = 47.4 percent Negro Enrollment

There would be an approximate socio-economic and student achievement balance because these two highly correlated factors correspond with geographic residence.

Housing:

There would be a housing conversion problem because the District has no Type I buildings (by State definition) and seven possible Type II buildings. Thus, most pre-school through grade two children would have to be placed either on the ground floor or in basement classrooms of those elementary schools designated for this purpose.

The following chart indicates the projected enrollment and classroom capacity by strip. Total enrollment figures are from the October 1966 census. The racial breakdown is from the racial census, December 1966.

Student Routing to Achieve Racial Balance
The K-3, 4-6 Grade Plan

Strip A

Sending School		Number and Destination of Children		
		K-3		4-6
		Jefferson	Th. Oaks	Franklin
All Jefferson	K-3	434		
All Th. Oaks	K-3		362	
Franklin	K-3	210	152	
Franklin	K-P		117	
K-3 Totals		644	631	
K-2 Enrollments		503	486	
All 4-6				893
First floor capacity		650	650	
Total capacity		850	750	925
(Over - Under)		+200	+100	+ 32

a) K-3 children Franklin Elementary district to and including both sides of San Pablo to Jefferson.

b) K-3 children from Franklin Primary area and from elementary district east of San Pablo Avenue (excluding children on both sides of the Avenue) would attend Thousand Oaks.

c) Approximate racial balance:

Jefferson, K-3 --- 34.0 percent Negro
Th. Oaks, K-3 --- 36.3 percent Negro
Franklin, 4-6 --- 36.4 percent Negro

Strip B

Sending School		Number and Destination of Children			
		K-3		4-6	
		Columbus	Wash-ington	Oxford	Whittier
Columbus	K-3	464			
Washington	K-3		380		
Oxford	K-3		209		
Whittier	K-3	257	43		
Total K-3		721	632		
K-2 Enrollment		556	508		
Oxford	4-6			167	
Whittier	4-6				187
Columbus	4-6				283
Washington	4-6			113	100
Total 4-6				280	570
First Floor Capacity		725	500		
Total Capacity		975	750	325	450
(Over - Under)		+250	+250	+ 45	-120

a) No additional classrooms would be needed for housing kindergarten through grade three students, but five additional classrooms at Whittier School would be needed to house grades four through six students at a cost of $12,500.

b) All kindergarten through grade three students from the Oxford School area would attend Washington School.

c) All the Whittier School kindergarten through grade three children living east of Grove Street (and including both sides of Grove Street) would attend Columbus School.

d) All the Whittier area kindergarten through grade three children living west of Grove Street (excluding both sides of Grove Street) would attend Jefferson School.

e) All Washington School children, grades four through six, living south of Channing Way (and including both sides of Channing Way) would attend Oxford School.

f) All Washington School students, grades four through six, living north of Channing Way (excluding both sides of Channing Way) would attend Whittier School.

g) All students grades four through six from the Columbus area would attend Whittier School.

h) Approximate racial balance:

Columbus, K-3 --- 35.6 percent Negro
Washington, K-3 --- 31.5 percent Negro
Oxford, 4-6-------- 39.7 percent Negro
Whittier, 4-6 ------ 45.6 percent Negro

Strip C

Sending School	Number and Destination of Children				
	K	1-3			4-6
	Crag. K-P	Hill. K. P.	Crag-mont	Hill-side	Long-fellow
Cragmont K-P, K	54				
Hillside K-P, K		48			
Cragmont K	64				
Hillside K		51			
Longfellow K	71	71			
Total K	189	170			
Cragmont 1-3			220		
Hillside 1-3				172	
Crag. K-P 1-3			118		
Hill. K-P 1-3				145	
Longfellow 1-3			256	128	
Total 1-3			594	445	
Total 1-2			356	294	
Total 4-6					994
First Floor Capacity	350	400	225	325	
Total Capacity	350	400	575	350	1000
(Over - Under)	+161	+230	-19	-95	+6

a) An additional classroom would be needed at Cragmont School at a cost of $2,500, and a sprinkler system at Cragmont at an estimated cost of $30,000.

b) Four additional classrooms would be needed at Hillside School at an estimated cost of $10,000.

c) All kindergarten children from the Cragmont area including K-P would attend Cragmont Kindergarten.

d) All kindergarten children from the Hillside area including K-P would attend Hillside Kindergarten.

e) All kindergarten children from the Longfellow area north of Derby (including both sides of Derby) would attend Cragmont Kindergarten.

f) All kindergarten children from the Longfellow area south of Derby (excluding both sides of Derby) would attend Hillside Kindergarten.

g) All grade one-three children from the Cragmont area including K-P would attend Cragmont grades one-three.

h) All grade one-three children from the Hillside area including K-P would attend Hillside grades one-three.

i) All grade one-three children from the Longfellow area west of Acton (excluding both sides of Acton) would attend Hillside grades one-three.

j) All grades one-three children from the Longfellow area east of Acton (including both sides of Acton) attend Cragmont.

k) Approximate racial balance:

Cragmont (K-P), K ---- 35.4 percent Negro
Hillside (K-P), K ------ 38.2 percent Negro
Cragmont 1-3---------- 38.6 percent Negro
Hillside 1-3 ---------- 33.9 percent Negro
Longfellow 4-6 -------- 37.6 percent Negro

Strip D

Sending School		Number and Destination of Children			
		K-3		4-6	
		Emerson	Lincoln	John Muir	LeConte
Emerson	K-3	221			
Lincoln	K-3		427		
John Muir	K-3	27	250		
LeConte	K-3	112	189		
Total K-3		360	866		
K-2 Enrollment		268	673		
John Muir	4-6			200	
LeConte	4-6				175
Emerson	4-6			44	116
Lincoln	4-6			126	127
Total 4-6				370	418
First Floor Capacity		325	600		
Total Capacity		475	1000	375	475
(Over - Under)		+115	+134	+ 5	+ 57

a) Lincoln School might require conversion to meet Type I building requirements for kindergarten through grade two pupils. It would require three first floor classrooms at an estimated cost of $7,500.

b) The kindergarten through grade three pupils from the John Muir School area east of Claremont (including both sides of Claremont) would attend the Emerson School.

c) John Muir kindergarten through grade three children west of Claremont (excluding both sides of Claremont) would attend the Lincoln School.

d) Kindergarten through third grade children from the LeConte area south of Russell Street (including both sides of Russell) would attend Emerson School.

e) Kindergarten through third grade children from the LeConte area north of Russell Street (excluding both sides of Russell) would attend Lincoln School.

f) Negro grade four through six children from the Emerson area (primarily ESEA bused children) would attend John Muir School.

g) The grade four through six children from the Lincoln area east of California Street (excluding both sides of California) would attend LeConte School.

h) The grade four through six children from the Lincoln area west of California Street (including both sides of California) would attend John Muir School.

i) Approximate racial balance:

Emerson, K-3 --- 38.6 percent Negro
Lincoln, K-3 ----- 49.3 percent Negro
John Muir, 4-6 --- 41.1 percent Negro
LeConte, 4-6 ----- 46.5 percent Negro

Projected Enrollment and Classroom Capacity,
K-3, 4-6 Plan

School	Projected Enrollment			Enrollment	Capacity	
	Negro	Other	Total		1st. Floor	Total
Strip A				(K-2)		
Jefferson K-3	219	425	644	503	650	850
Th. Oaks K-3	229	402	631	486	650	750
Franklin 4-6	325	568	893			925
Totals	773	1395	2168	989	1300	2525
Strip B				(K-2)		
Columbus K-3	257	464	721	556	725	975
Washington K-3	199	633	632	508	500	750
Oxford 4-6	111	169	280			325
Whittier 4-6	260	310	570			450
Totals	827	1576	2203	1064	1225	2500
Strip C				(1-2)		
Cragmont (K-P) K	67	122	189		350	350
Hillside (K-P) K	65	105	170		400	400
Cragmont 1-3	229	365	594	356	225	575
Hillside 1-3	151	294	445	294	325	350
Longfellow 4-6	374	620	994			1000
Totals	886	1506	2392	650	1300	2675
Strip D				(1-2)		
Emerson K-3	139	221	360	268	325	475
Lincoln K-3	427	439	866	673	600	1000
John Muir 4-6	152	218	370			375
LeConte 4-6	194	224	418			475
Totals	912	1102	2014	941	925	2325
Grand Totals K-6	3398	5579	8777	3644	4750	10025

Present enrollment for each strip is routed into K-3 schools in a manner which would maintain maximum racial balance in accordance with the foregoing table. About seventy special education students are not included and would have to be housed. The projected total enrollment is related to available capacity at each school. All capacity figures include portable classrooms. Capacity is based on twenty-five students per classroom.

The data indicate that under a class-size plan of twenty-five students, sizable housing conversions would be required, particularly in Strip A at Cragmont and Hillside schools, in Strip B at Whittier School, and in Strip D at Lincoln School.

Transportation:

Approximately half the elementary student population -- 4326 students -- would need transportation in this plan. Relative transportation balance would be achieved. In Strips A and B students in grades four through six would be bused from East to West Berkeley; while the younger children would attend schools closer to their homes. In Strips B and D the process would be reversed for all students.

Cost:

Housing conversion costs would amount to an estimated total of $62,500. This sum represents:

5 rooms at Whittier School - - - - - - - -	$12,500
4 rooms at Hillside School - - - - - - - -	10,000
3 rooms at Lincoln School - - - - - - - -	7,500
1 room at Cragmont School - - - - - -	2,500
Sprinkler system at Cragmont School -	30,000
Total	$62,500

There would be additional costs, presently unavailable, related to instructional program, in-service training, transfer of equipment and materials, and auxiliary services.

Transportation would represent the major cost of this plan. Based upon an annual current operating cost of $65 per student, transportation for 4326 children would be $281,190. An additional $25,000 would be required for bus parking facilities, and capital outlay would be $128,000. The total estimated cost of busing, then, would be $434,190.

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Chapter IV

SPECIAL PROJECTS AND RECOMMENDATIONS

A. Possible Projects for Special Funding

The Task Group was advised that various funding agencies are interested in the District's desegregation activities. Possible special projects for funding follow:

1. Model Schools Project. The District's final integration plan could be funded as a pilot model for cities and/or school districts of comparable size and ethnic proportion.

2. Programs for Improving School and Community Cooperation.

   a) Joint City-District Transportation Projects: School District and City officials should collaborate on the development of free, or reduced fare, or subsidized public transportation for students.

   b) School-Recreation Community Center Projects: School District and Recreation officials should collaborate in the development of programs utilizing all school sites for expanded recreational and cultural programs.

   c) Early Childhood Education Programs: Programs should be designed to improve coordination and communication between early childhood education and kindergarten-primary grades.

   d) Cooperative Pre-School Parent Training Institute: A pre-school parent training institute should be established and used as a center for education in child-care and development.

   e) Expanded Use of Community Resources: Teacher-aides, Neighborhood Workers, School Resource Volunteers, Neighborhood Youth Corps Workers, and University of California Work-study students should be used to supplement and intensify existing instructional, recreative, and supervisory services. Teacher-aide and Neighborhood worker programs should be expanded throughout the District.

3. Teaching-Guidance Centers

Each school should operate a Guidance Center which would be staffed by a team of professional and lay persons who would provide consultation, testing, and home-school liaison services for children requiring special guidance.

4. Search Centers

Search Centers should be established at each of the middle schools and/or secondary schools as an extension of the humanities curriculum. Both the materials and the environment of the Search Center should reflect the needs and interests of the users of the Center. Centers focusing on manipulative activities in Math and Science also should be established.

5. Job Training

This program could be offered the McKinley students, i. e. courses in wood-shop, metal-shop, and related fields. Advanced students could work in jobs around town as part of their training.

6. Integrated Day-camp for Fourth Graders

An out-of-doors setting for nature study, art, music, and swimming would provide a relaxed atmosphere in which children would become acquainted with other teachers and other children.

An attendant program would provide swimming lessons for elementary school children; lessons to be given by high school students on a one to two, or one to three teacher-pupil ratio.

7. A Cooperative Pre-school - Sixth Grade Teacher-aide Training Program. This could be related to a local teacher-training institution. The program would offer the possibility to adult laymen of on-the-job teacher training, and the assumption by these trainees of roles defined by their experience and/or competence on the job. Credentialing details could be worked out with the aid of the teacher-training institution. A possible site for such a project could be Savo Island.

8. A Pilot Summer School Program, 1968

Several schools in various parts of the City would be designated as models of the planned integrated schools for the Fall, 1968. Funds would be used for busing, experimental curriculum, and salaries.

9. Cooperative Research and Development Projects

The establishment and continual monitoring of multi-faceted evaluation projects in connection with Integration '68 should be organized. The services of specialists from the University of California and other institutions could be utilized. It is vitally important that proper evaluations be made continuously, and that periodic reports be submitted to the staff and the public regarding evaluation discoveries.

Other interested agencies which might be considered for these studies include: The Far West Regional Laboratory for Research and Development; The Center for Urban Education (New York); The Center for Human Relations (New York University); The Office of Community Services in the United States Department of Justice; and The Civil Rights Commission.

B. Recommendations

The following recommendations have originated either in the written proposals or suggestions, in telephone calls, from resource persons, or from the members of the Task Group. The Group believes, however, that the categories of recommendations as well as the individual recommendations are incomplete. Because of this, and recognizing the simplicity of paper recommendations, the Group urges that the Superintendent suggest a way whereby interested groups and individuals could add other recommendations, and that he assign responsibility for further examination and possible implementation of them.

1. School Equalization. The Community should be assured that the quality of education in all Berkeley schools is comparable, and that deployment of resources to the schools, with the exception of ESEA monies will continue to be allocated on this basis. Further:

   a) Consideration might be given to renaming the schools.

   b) School inventories should not indicate disparities in per-pupil allocation of equipment and supplies.

   c) Staff should reflect racial and experiential heterogeneity.

   d) Some administrative transfers should be considered.

   e) ESEA funding should follow the target population to their respective schools.

2. Student Orientation. The majority of Berkeley's school population will be involved in reorganized classes and new experiences September 1968. Because parental attitudes may be reflected in students' accommodation to these changes, the District should assume the responsibility of initiating positive student response to the program.

   a) Children should visit the school of their 1968 attendance.

   b) If possible, trial bus runs should be made before June 1968.

   c) Teachers should lead classroom discussions about integration and busing in an effort to promote student understanding of what to expect.

   d) All students should understand the standards of behavior expected in the classroom and on the playground.

   e) Integrated inter-school activities should be expanded in 1967, including after-school and weekend events. Tutoring programs

whereby older children would help younger ones, both during and after school, would nourish student interaction and learning experiences.

3. Academic Excellence. The desegregation of the elementary schools provides a medium for educational change. While the responsibility for logistical and organizational recommendations was that of the Task Group, professional commitment to a high quality instructional program prompts the following:

   a) An Instructional Task Group or groups should function throughout the 1967-68 school year. These groups, in consultation with staff and community, should explore all methods for improving the quality of the present instructional program.

   b) The year 1967 should be used to determine the best on-going programs in the various elementary schools, and if the most successful are not utilized in all elementary schools, they should be implemented in all curricula by Fall 1968.

   c) Methods should be devised to base the important educational decisions for change on recent and relevant educational research.

   d) School staffs should develop a program of continuous self-evaluation.

   e) The implementation of small classes would facilitate meeting the wide range of individual student differences.

4. Interracial Understanding. During 1967, preparation for the integrated program should begin to equip students of different races and social classes with knowledge and understanding of each other, to anticipate and minimize frictions and tensions, and to enhance enrichment and growth.

   a) Part of the in-service training program could develop methods of promoting racial understanding both before and after integration.

   b) The offer by the Superintendent of the Sausalito School District to share their integration experience with Berkeley staff should be considered.

   c) Teaching staffs should be more completely integrated.

   d) Multi-racial curriculum and materials should be introduced.

e) Student leaders, representing all races, in the intermediate grades should participate in the pre-planning for student orientation programs.

5. Discipline. The Task Group shares the general belief that the most effective instruction occurs in well disciplined classrooms. It further acknowledges that an effective instructional program usually minimizes discipline problems. Thus, the following preventive approaches to discipline problems are offered:

   a) Administrators must be prepared through in-service training or meetings focused on the development of methods of preventive discipline.

   b) School staffs working with administrators should develop standards relating to student behavior in the school, on the buses, and on the playground.

   c) Discipline standards must be communicated to all staff members and pupils; to be periodically reviewed and adjusted when necessary.

   d) If a problem occurs, neighborhood workers should make immediate home contacts to facilitate corrective action.

   e) The principal should assume responsibility for establishing firm and consistent discipline throughout his school.

   f) Part of the on-going 1967-1968 in-service training should include discussion between hill and flat teachers regarding successful approaches to discipline problems.

   g) The District should observe and consider the establishment of Guidance Centers; i.e. similar to those functioning in Sausalito.

6. Busing. Many of the submitted proposals and suggestions included ideas for the busing program. In addition, the Task Group heard ideas for ameliorating some of the transportation problems of the secondary students.

   a) Dr. Theron Johnson, U. S. Office of Education indicated that consultative services are available through his office to school districts that are desegregating. If possible, the District should obtain consultative assistance to develop a system for transporting elementary children.

6A. Alternate Methods of Selecting Children To Be Bused

For an elementary, K-6, K-5, and in some cases a K-4 grade structure, a racial and socio-economic balance may be obtained by transporting children to schools.

For example, Lincoln School presently has a 98.3 percent Negro enrollment. To achieve a desirable racial balance in that attendance area, approximately sixty percent of the present student population would need to be bused to what previously had been predominantly Caucasian schools. Hillside School, a school in an estimated ninety-five percent Caucasian attendance area, would need to bus out approximately thirty-five percent of its present student enrollment. The children who compose forty percent of the enrollment in the Lincoln area and those who compose the sixty percent in the Hillside attendance area would walk to their neighborhood schools.

The busing of some of the children from the nearly racially balanced central schools would alter to a small degree the percentages of children bused from a given attendance area.

Proposals submitted to the Task Group have included methods for selecting students to be bused from a given attendance area. These suggestions follow in the alternatives listed below.

a) The Whittier P.T.A. Study Group Plan

The placement of children of all races, socio-economic and achievement levels, in the individual schools would be determined basically by their place of residence. The City would be divided into small neighborhood units, sizable to permit total integration in each school as defined above. Children living within these units would be placed together in individual schools. A core group living around the school, of a size determined by the balance needed in the school, would attend the nearest school without being bused. Children of all races and socio-economic levels, to effect a necessary balance, would be brought into each school from other neighborhood units by bus.

Rationale: The Whittier group thought that sending children in block units would allow children to go to school with their immediate neighbors and would enable parental participation in school activities with neighbors they would know. Blocks would be chosen with traffic safety patterns as a consideration.

b) The Establishment of Ride Zones and Walk Zones

Each present school attendance area would be divided into ride zones and walk zones. The criteria for selecting blocks in the ride zones would be the close location of the block to an established bus stop. In this way, all children would walk to school in the sense that they could either walk to the bus stop or to the neighborhood school. East-west routes would be established through all attendance areas, the necessary number of stops would be established in each attendance zone, blocks then would be selected in terms of their nearness to the bus stops. Thus, no block of children would be selected unless that block was within easy walking distance of the bus stops in that attendance area.

Rationale

By planning bus routes first, the safest arteries could be chosen and the stops could be placed for the greatest safety of the children. The fastest and shortest east-west routes possible could be determined and an economical and efficient busing system could be established for all attendance zones. Only when the routes were completed would the children (most convenient to the bus stops) be selected. This plan would maximize convenience for the busee. Parents would not have to drive children to the bus stop. This would be convenient if parents were meeting more than one school time schedule. Parents could accompany their children to and from the bus stops if they desired. Where possible, blocks could be chosen to permit a shorter walk to the bus stop than to the neighborhood school.

c) Random Methods

One plan envisions a selection process that would use random sorting methods to assign students to schools. Racial origin, achievement, learning styles, leadership traits, and sex are among some of the criteria that might be applied to the selection process.

A variation of this random plan would be the random selection of blocks until the desired number of busees is achieved.

A third method would be that the block immediately adjacent to the neighborhood school would not be bused. The remaining blocks would be selected randomly.

Rationale: Random selection would delegate this responsibility to a mechanical process. Each student or block of students of a given ethnic group and/or geographical area would have an equal chance to be assigned to a given school.

d) Inner-outer Neighborhood Selection (Concentric Circles)

This plan would establish "inner-neighborhoods" and "outer-neighborhoods" for each school. The inner-neighborhood boundary would circumscribe the area adjacent to the school. The boundary line of the inner-neighborhood would be determined by expanding the inner-neighborhood until the desired percentage of the indigenous student population is achieved. The outer-neighborhood student population would be bused to the nearest school or schools according to the ethnic percentages needed at these schools to achieve racial balance.

Rationale: The inner-outer neighborhood plan would allow those who live closest to school to walk and would bus those who live farther away.

e) Inner-outer Neighborhood Selection (Radial Sections)

An inner-neighborhood core, composed of a few blocks in each direction from the school, would be established. Students living in this area would go to the neighborhood schools. The outer neighborhoods would be divided into X number of sections (the number dependent upon the number of schools designated as receiving schools). The radials or boundaries of each section would be adjusted to delimit the desired percentage of students who would be bused to receiving schools and those who would attend the neighborhood schools.

Rationale: This plan provides for the retention of neighborhood ties in both inner and outer neighborhoods. It allows those who live nearest to attend the neighborhood school, and it retains neighborhood identification through planned busing of large neighborhood groups to a receiving school.

7. Integration Assessment

The schools are attacked often for not adequately assessing the effectiveness of educational innovations and change. There are numerous reasons why evaluative information is sketchy, among the critical ones are the difficulty to control variables and the lack of adequate research funds. The Task Group believes the

V

long range effectiveness of an integrated school system requires the optimal approach to research possibilities.

a) The District should move to a joint District - University of California, Berkeley research project covering all important aspects of integration.

b) Areas of research should be defined and research designs developed in 1967. Priorities should be set and means of obtaining the necessary resources explored.

c) To facilitate and insure comprehensive and coordinated research, the District should expend its resources and consider establishing an Office of Evaluation and Research.

d) A master research program should develop methods of evaluating all new programs and of retrieving and analyzing all essential information.

8. Recommendations for Staff

The Task Group believes that the major responsibility for the success of any integration plan is on the teachers. Both teachers' organizations have worked toward total integration. In order to maximize the effectiveness of both the eager and the apprehensive teacher, the following recommendations are made:

a) In-service training and teacher orientation programs should be developed largely by teachers because they know their concerns and needs. Yet, in-service demands should not be so great in 1967 and 1968 that they diminish teacher effectiveness in the classroom.

b) The Administration should develop an "open door" policy for channeling ideas from staff relating to the means of effecting integration. All ideas should be insured an administrative hearing.

c) To avoid parental visitation that would interfere with teacher effectiveness, a policy regarding classroom visitation during the first few months of the 1968 school year should be adopted.

d) Teacher assignments to integrated schools should be based on experiential and racial heterogeneity.

e) An effort should be made to recruit male teachers at all grade levels.

9. Adult Volunteers. Many of the proposals and suggestions have expressed the need for increased adult assistance in the school program, and many individuals have offered their services. Thus:

   a) The School Resource Volunteer Program has demonstrated the value of adult help and should be expanded. An organized and scheduled volunteer program directed by staff advisers should replace past service requisitions. A possible goal might be directed to one part-time volunteer for each classroom:

   b) A volunteer tutorial program should be established recruiting members from such groups as Associated Students of the University of California, the Interfraternity Council, and Senior Citizens.

   c) Parental assistance will continue to be recruited for library service, and similar assistance could be used in playground and bus supervision.

10. Community Public Relations. While the District has had regular news coverage in the past, the Lay Citizens-Staff Consulting Committee recommended the widest possible public diffusion of desegregation activity. Thus:

   a) News releases and special stories to press and radio-TV should be expanded during 1967-68.

   b) Progress reports of desegregation plans should be made at all Board of Education meetings.

   c) The Board of Education should authorize the publication of all preliminary plans under consideration before the plans are submitted to the Board in October.

   d) School principals should be responsible for making progress reports to their parent groups.

   e) Representatives from each school staff and from the administration should form a permanent committee to serve alternately as resource persons to community groups in 1967-1968.

11. Long Range Implications: The Task Group's study has shown that effective planning for integration requires a deep look at long-range plans for community and regional change; that the

implementation and efficient functioning of desegregated schools could be enhanced through District-Community cooperation. The Task Group had contact with personnel of some of the City agencies, and recommends continuing attention in this area:

a) There should be a District-Agency Coordinator to promote inter-organizational cooperation in programs and plans affecting the schools.

   i. The coordinator should establish a reciprocal mailing system with City and other agencies to disseminate information on trends in housing, transportation, model cities projects, population projections, etc.

   ii. The mailing lists should be used to involve members of the City and school-related agencies in school planning and policy meetings.

   iii. The coordinator should keep abreast with desegregation programs in other communities so that Berkeley could profit from this information.

   iv. Efforts to promote housing integration in Berkeley could evolve from school-related planning.

* * * * *

Chapter V

PROPOSALS AND SUGGESTIONS

A. Summary of Proposals

1. 1964 Staff (Wennerberg) Proposal

In May 1964, a staff task force recommended a K-3, 4-6 four-strip elementary school desegregation plan. There would be four East-West strips, each with several K-3 schools located in the foothills and hills. Each strip would contain one intermediate 4-6 school. Franklin Kindergarten-primary school would be disestablished. Hillside and Cragmont Kindergarten would become kindergarten schools for their District III.

The plan would require conversion of small hill school plants to conform to fire safety requirements for children grades K-2.

It would hold transportation costs to a minimum, but it would result in busing all of South and West Berkeley children across the City.

2. Whittier Proposal

The plan submitted by the Whittier School faculty advocates a K-6 grade organization in each of the elementary schools. Through the use of computers, both pupils and teachers would be dispersed throughout the city in order to achieve the recommended balance. Advantages of the plan include the stability afforded pupils who attend the same school for several years. The dispersal of children throughout the city could result in a complicated transportation system, as well as possible repercussions from parents.

3. The Columbus Plan

This proposal recommends that primary and K-6 schools throughout the District remain intact. Desegregation would be accomplished by grouping K-6 schools into four east-west strips. Racial as well as achievement balance would be sought for each school.

The report proposes substantial changes in the internal operations of the school in the areas of guidance, classroom organization, curriculum, in-service training, and parent-involvement.

This proposal would necessitate few or no changes in existing school structures. but would require an expanded transportation service for children in both eastern and western sections of the city.

4. The Lincoln School Proposal

This was the only plan to suggest North-South elementary school strips. It calls for five strips. The middle strip schools would serve all K-1 children, the two strips on either side of the middle strip would house all 2-3 grade children, and the two outer strips would be 4-5-6 grade schools. The children would be bused to achieve integration. Busing demands in terms of distance and numbers bused would fall equally on all parts of the community. The disadvantage of this plan is that it would require children to attend three different elementary schools. This would discourage instructional continuity.

5. Longfellow Proposal

A committee of nine Longfellow teachers submitted a brief proposal suggesting K-3 schools in East Berkeley, and 4-6 schools in the rest of Berkeley. The factor of unbalanced busing (K-3 pupils eastward, and 4-6 pupils westward) would undoubtedly be opposed by some West Berkeley parents.

6. The Berkeley Teachers Association Plan

This proposal recommends retention of the K-6 grade organization and centralized pre-school sites. (The K-4, 5-8, 9-12 structure is considered optimum, but financially unfeasible.) Racial balance in K-6 is achieved through the formation of inner-outer neighborhood school boundaries and four tentative attendance strips. Children living in the inner neighborhood would attend their neighborhood school, and children living in the outer neighborhood would be bused. Advantages included are no plant conversions, stability of student attendance and staffing, and concentration of funds on curriculum innovations. Disadvantages, could be the inbalanced sharing of busing, and the possible rigidity toward innovations of the K-6 structure.

7. The Berkeley Federation of Teachers Effective Schools Proposal

This proposal was submitted prior to the Board's decision to integrate all the elementary schools by 1968. It is primarily concerned with an enriched instructional program for integrated elementary education. It does not make new recommendations regarding the mechanics of achieving integration, but suggests the adoption of the plan outlined in the 1964 De Facto Segregation Report.

8. Chengson Plan

Mr. Chengson suggests leaving the middle schools (LeConte, Washington, and Jefferson) intact. Hill schools and flat schools would exchange students to achieve a satisfactory ratio. The plan assumes a city-wide ratio balance at the middle area schools. This is not true at Jefferson and at LeConte Schools, however. A further weakness would be the difficulty of achieving a socio-economic balance in the schools by excluding middle-school children.

9. Community for New Politics

This proposal suggests the establishment of a K-4 and 5-6 grade organization. The present larger elementary schools would be used as 5-6 schools, while the remaining elementary schools would be K-4. Each class should reflect the racial composition of the city. The racial balance would be achieved by busing children, using a random selection process. A minimum of housing conversion would be necessary. It should be noted that the establishment of 5-6 schools would serve to increase the number of schools a child would attend during his educational career. It also would mean that a child would attend two schools for a period of two years each, and another school for only one year.

10. Barber Proposal

Mrs. Barber's proposal suggests voluntary desegregation in grades 2-5, matching Longfellow and Franklin schools with five East Berkeley schools. Kindergarten and first grade classes would remain in their present neighborhood schools. A number of sixth graders would be housed at Garfield and Willard. The voluntary nature of the plan, and the fact that it suggests only partial desegregation, constitute its greatest weakness.

11. The Schooley Plan

This plan proposes a K-4, 5-8, 9-12, grade organization. The report uses the southernmost schools in the District as examples of how the above grade organizations might work throughout the District. John Muir, Emerson, LeConte, and Lincoln would become K-4 schools. Willard would become a 5-8 grade school for the Southern strips.

The report suggests that desegregation would be accomplished by opening enrollment at John Muir, Emerson, and LeConte for Lincoln School students. Reciprocal transfer would be induced by making Lincoln a "quality" school. (These plans have generally been unsuccessful in most communities around the country.)

The plan also suggests that changing racial patterns in the John Muir attendance area would make possible racial desegregation in the neighborhood school. Racial proportions in other areas, however, do not afford district-wide possibility of racial balance in neighborhood schools. This also would not produce a socio-economic balance.

The 5-8 middle school plan does offer attractive possibilities for instructional and organizational innovations.

12. The Zacher Plan

The proposal submitted by Rose Zacher is similar to other middle school plans. Specifically, Mrs. Zacher recommends that Willard, Garfield. and West Campus house grades 5-8, Berkeley High School

and Washington School house grades 9-12, and the "best" elementary schools house grades K-4. Oxford would be used as an Administration Building after selling the Walnut Street property.

The advantages of the 5-4-4 grade structure include fewer school changes for children, improved facilities for grades 5 and 6, articulation of grades 5-8 and 9-12, specialization of grades K-4, opportunity to innovate grade structure, grouping, and curriculum, and the possible inclusion of the pre-school program within the K-4 sites.

The disadvantages include considerable plant conversion, and the space limitations of Oxford as a Central Administration Center.

13. The Walker Plan

This proposal is essentially a middle school plan, housing preschool in the three primary schools and the Administration Building, the K-4 grades in ten elementary schools, grades 5-8 in Garfield, Willard, Franklin and Lincoln. The only secondary change would be housing McKinley at the Washington school site. Longfellow would become the new administration building. Integration is achieved at K-4 by combining portions of two to four school populations. The building enrollment figures are based in the interesting recommendation that the schools operate on a year-round basis. Children could attend any three quarters and could even attend all four year quarters.

Another idea was to have a joint city-school pilot program for the possible free transportation of school children.

14. Whittier P.T.A. Study Group

The Whittier P.T.A. Study Group proposes that the K-6 school structure be retained. Racial and socio-economic balance would be achieved through the core neighborhood. Children in the core neighborhood would comprise about 30% of that neighborhood school population and "non-core" children would be grouped by neighborhood and bused. No school plant conversions are necessary. This proposal would result in busing about 70% of the K-6 children. Advantages stressed are socio-economic, as well as racial, integration, no plant conversions, stability of neighborhood attendance areas, and concentration of funds on improvement in internal programs. Disadvantages cited would include high costs, and the imbalanced sharing of busing.

15. Samuel Markowitz Plan

The K-6 elementary structure would be retained. Three West Berkeley elementary schools (Lincoln, Longfellow, and Columbus) would be sold. The 2,363 children in these schools would be distributed over the remaining 11 and 2 primary schools. Franklin and Franklin Primary would receive Caucasians who volunteered to bus; Franklin children could choose to transfer to another school also.

The plan would require an estimated 26% increase in space at the receiving schools. The building costs would be partially offset by the sale of the three West Berkeley schools. The plan assumes busing of Negro children to LeConte, Jefferson and Washington. However, this would cause a racial imbalance in these schools since they are now close to the desired ratio. If these schools were not used then the need for space would be greater in the remaining schools. Adequate playground space would be a problem at many elementary school sites. This plan places the busing burden on the West Berkeley community.

16. Mrs. Alphas Scoggins' Plan

The major portion of this proposal emphasizes the need for an expanded program of early childhood education. The kindergarten would be eliminated, children, ages two to kindergarten age would be together in a well-articulated educational program which would be coordinated with first grade curriculum. The grade arrangement would be Age 2-K, grades 1-4; 5-6; 7-8; 9; 10-12.

The suggested 1-4 schools, Oxford, Emerson and Whittier provide insufficient space for the grade 1-4 population. Housing space is presently insufficient to accommodate all Berkeley children ages two through four.

17. Cuffee Proposal

Mr. Cuffee suggests a policy of open enrollment for the elementary schools and that each school reflect the racial composition of the City's children. Parents of pre-schoolers would register their children in the Spring at neighborhood schools and the pupils would be assigned schools during the summer to effect the desired racial balance. The numbers of children bused could not be determined without determining how the racial quota for a given school would be selected. Building capacities would be adequate since no change in use of buildings was indicated. The major costs would result from busing. Heterogeneous grouping, to be determined by I.Q. tests, was also recommended.

18. Jan Glading Proposal

The proposal recommends that the five centrally located elementary schools: Whittier, LeConte, Washington, Emerson, and Thousan Oaks become 4-6 "buffer zone" schools. Negro and Caucasian children would then bus equal distances to school. No details on the logistics of integrating the remaining elementary grades, K-3, were given. One additional school plant would be needed for the present 4-6 school population. Of the remaining plants that would house K-3 grades, Cragmont, Lincoln, Emerson, Hillside, Jefferson, and John Muir are building types which do not permit K-2 students on the second floor without expensive plant modification.

19. Jean Brooks Plan

A K-6 grade structure would be maintained. The City would be divided into four East-West strips. Children at each grade level would be divided into two halves. One half would be busees the first year, the other half the following year. Children would be alternating on a yearly basis between two schools. The plan would call for busing approximately fifty percent of the children.

Chapter V

PROPOSALS AND SUGGESTIONS

B. Summary of Suggestions

Many interested persons submitted to the District written integration suggestions. These suggestions were reviewed by the Task Group and are summarized as follows:

1. Glena Crumal urged that no plan be adopted that would locate pre-school children in sites away from kindergarten children.

2. The Washington school faculty expressed their desire to make a positive contribution to plans for integration through its classes which would provide opportunities to observe the advantages of integrated education as part of its role as a University Laboratory School.

3. The LeConte P.T.A. submitted the responses to a questionnaire designed to get opinions on four selected plans for integrating elementary schools.

4. Mr. Preston, Berkeley Adult School, recommended that efforts be made to integrate adult classes, especially those involving parents. As space becomes available in elementary schools, adult classes should be started, particularly for young adults.

5. Mr. Curtice, Berkeley High School, indicated that a four year high school would be more efficient and effective. Another possibility was a second Berkeley High School campus to replace the McKinley School. It would accommodate about 400-500 students.

6. The Thousand Oaks P.T.A. Council representatives submitted a summary of parent opinions and concerns. Most of them endorsed the idea of integration but had reservations concerning implementation of the plans.

7. Kathryne Favors, of the Intergroup Education Project, sent suggested criteria for the achievement of heterogeneity in the classroom.

8. Mr. E. D. Ehrenkrantz presented a detailed letter recommending that all integration and busing be strongly weighed in light of their effects on the root problem, namely segregated housing.

9. Mrs. Juanita Robinson listed remedies beyond school desegregation in order to achieve real integration. She listed her educational concerns as well as suggested reforms.

10. A suggestion that two model schools in West Berkeley be organized was made by Virginia Miltenberger. These schools would have balanced racial enrollments.

11. Mr. Roger Hill proposed that the adopted integration plan should not include the busing of K-3 children. Money saved would be applied to integrated extra-curricular programs.

12. Jan Glading recommended creating a second high school to be called North Berkeley High at the present Garfield site. Both high schools would become four year high schools. The present attendance boundaries dividing Garfield and Willard populations would serve as high school attendance areas.

13. A letter from Beverlee Whitener stated her observations regarding the first year of integration at Willard. She advised that the Task Group evaluate the successes and failures at West Campus in its efforts to recommend a sound plan.

14. Dr. Rodeheaver submitted written concerns regarding a preliminary Task Group report on the K-4, 5-8, 9-12 plan. He questioned the capacity figures given for Garfield, Willard and West Campus as unrealistic, and advised that grades 6-8 in these plants would be more realistic.

15. A group of John Muir parents, under the letterhead of Mrs. Victor Decker, stressed the need for maintaining the present quality of education following integration. She asked that preliminary plans should be made available to interested groups.

16. The Emerson school staff sent a poll summary which had asked teachers to state their preferences with regard to five briefly sketched integration plans. At that time the 1964 Wennerberg Staff Plan received a majority vote.

17. Mr. E. J. Ostrowski registered a written protest against plans for a reverse busing system. He suggested that principals be given more authority in the administration of neighborhood schools.

18. Dr. Cleland, Coordinator of Attendance, wrote his concerns regarding busing and its possible effects on attendance. He suggested steps to be taken to minimize attendance problems.

19. The Guidance and Psychology Department submitted ideas for in-service training utilizing the help of their staff. They gave suggestions to involve parents in integrated school-related experiences.

20. The Cragmont P.T.A. sent the results of a survey. Included were reactions to the Board's decision to totally integrate the schools, and suggestions to plan activities in terms of their relative importance. Various goals for children's education were ranked in terms of importance.

21. A statement of support for the aims of integration and an offer of help to effect implementation was sent by Mr. Henry Hill, President of the Parent-Teacher Association. The letter suggested how fears associated with busing could be minimized by careful planning.

22. The Whittier staff sent guidelines for achieving quality education in an integrated setting, including heterogeneous grouping, individualization of instruction, and multi-age groups. They offered their help as a staff, and later submitted a more fully detailed proposal. (See proposals and evaluations.)

23. Mrs. Alphas Scoggins sent a letter endorsing the Board's plan for total integration. She recommended that Parent Orientation classes be established which would focus on the importance of education and which would teach parents how to reinforce the child's education.